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SCA/CEN FOR DGENRENBEK AND RSNELSI
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DHA/CBP FOR RWATT, AND KCHAISSON
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DOE/NNSA FOR RTALLY, AND EDESCHLER
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SUBJECT: TURKMENISTAN: OVERVIEW OF USG BORDER SECURITY ASSISTANCE

REF: SECSTATE 107424

11. The following report about USG border security assistance to Turkmenistan is post's response to reftel request by the Export Control and Related Border Security Interagency Working Group (IWG) for Central Asia to compile an overview of all of nonproliferation, law enforcement, counter-narcotics, and counter-terrorism border security assistance being provided. Post's resident EXBS advisor coordinated and compiled input from agencies at post that provide border security assistance, met with members of other international donor programs, and requested information from the Government of Turkmenistan (GOTX). The following responses and information were received:

TOPOGRAPHY, STATE OF THE PHYSICAL BORDER

12. Turkmenistan is a subtropical desert. It is eighty percent covered by the sandy Karakum Desert with a low mountain range on the south. It covers approximately 303,350 square miles and the total length of its borders is 2,726 kilometers. Turkmenistan and Iran share a 992 kilometer border along the rugged Kopet Dag Mountains in the south; Kazakhstan borders Turkmenistan for 379 kilometers in the North; Afghanistan and Turkmenistan share a 744 kilometer border on the south and southeast; Uzbekistan borders Turkmenistan on the north and east with the Amu Darya River paralleling seventy-five percent of the 1,621 kilometer border; and the Caspian Sea coast stretches 450 kilometers from Kazakhstan to Iran on the west.

OVERVIEW OF USG BORDER SECURITY ASSISTANCE AGENCIES/PROGRAMS IN-COUNTRY

13. EXPORT CONTROL AND RELATED BORDER SECURITY (EXBS) ASSISTANCE PROGRAM. The EXBS program is managed by the Department of State,

Bureau of International Security & Nonproliferation, Office of Export Control (ISN/ECC). EXBS comprises a wide range of non-proliferation export control assistance, including the provision of an in-country advisor, training and technical assistance, and equipment. Drawing on the expertise of the Department of Homeland Security, the Department of Commerce, the Department of Energy, as well as the private sector, non-governmental and international organizations, EXBS works bilaterally and multilaterally to improve export control capabilities in the following areas: legal/regulatory frameworks, licensing procedures and practices, government outreach to industry, and enforcement techniques and capabilities.

¶4. EXBS has been working in Turkmenistan since 2002 and works primarily with State Customs Service (SCS) and the State Border Service (SBS). The EXBS budget for Turkmenistan from 2002 to 2007 averaged \$330,000 per year. The 2008 budget is \$1,050,000. To date, EXBS has provided or assisted in providing the GOTX with over USD two million in equipment, including Micom radios, UAZ jeeps, radiation detection equipment, night vision goggles, nine sets of radiation portal monitors, GAZ water and maintenance trucks, engine overhaul parts for a former United States Coast Guard cutter, and x-ray units. In FY09, EXBS will provide Radiation Identification Detection Units (RIID), CT-30 inspection kits, and modular structures for use at border posts. Additionally, in FY09 EXBS will fund training for Customs and Border Guard officers in the following areas: border, rail and air cargo inspections, legal and regulatory frameworks, commodity identification, train-the-trainer, and RIID. The training will be held both in Turkmenistan and the United States. The train-the-trainer workshops will be held at the U.S. Federal Law Enforcement Training Academy and in Turkmenistan.

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¶5. EXBS is working with the Department of Energy's Second Line of Defense program to assist in replacing old radiation portal monitors and installing new monitors at Turkmenistan border crossing points. Five locations have been assessed and a contract signed for replacement of seven monitors. New monitors will be installed at new locations in Turkmenistan as soon as the memorandum of understanding is signed. EXBS Turkmenistan also works with the EXBS Baku Marine Program to provide logistical support for repairs to the donated U.S. Coast Guard cutter, Point Jackson operated by the Border Guards on the Caspian Sea.

¶6. DEPARTMENT OF DEFENSE. The Nevada National Guard (NVNG) has been operational in Turkmenistan since 2003. Under the supervision of and funded by U.S. Central Command, in 2005 it started a major program aimed at improving border crossing facilities and infrastructure. Its mandate is to stop illicit trade but also facilitate legitimate commerce. The program is funded by U.S. CENTCOM's counternarcotics budget and consists of building new border posts. In 2005, the NVNG began construction on the Altyn Asyr Border Control Checkpoint (BCC), located on the southwest Turkmenistan border with Iran. The Altyn Asyr BCC was completed in November of 2006. In December 2006 the NVNG started construction on the Imannazar BCC, located on the southeast Turkmenistan border with Afghanistan. The Imannazar BCC was completed in August 2007. In the spring of 2008, the NVNG began construction of the Farap BCC, located on the eastern Turkmenistan border with Uzbekistan. The Farap BCC is projected for completion in spring 2009. The BCCs are equipped with computers and scanners; HF communication is planned for 2009. U.S. CENTCOM plans to install large cargo x-ray systems at the BCCs. Each BCC costs between USD 2.2 and .6 million (excluding the large cargo x-ray systems). The BCCs will need additional inspection equipment and training.

¶7. A second DOD project will equip the State Border Service (SBS) and State Counternarcotics Service (SCNS) with Harris HF RF5800H-MP radios. The U.S. has proposed a total of fifty-five Harris radio sites between the two agencies. The SCNS radios will be placed within Ahal and Balkan Provinces, as well as at all border crossing points along the southern/eastern frontiers from the Caspian Sea to Farap. The manufacturer will provide a "train the trainer" session in both operation and installation.

¶8. STATE DEPARTMENT INL PROGRAM. The Bureau of International

Narcotics and Law Enforcement Affairs (INL) Program currently has one project in Turkmenistan. The "Turkmenistan-Afghanistan Cross-Border Project" has a budget of USD 225,000. The project builds on prior Department of Defense efforts to construct new checkpoints on the Turkmen/Afghanistan and Turkmen/Iranian borders. The project will include joint training of law enforcement officials (SCNS, SCS, SBS, and national police) on the Turkmenistan-Afghanistan border and provide basic communication equipment. The project will encourage cross-border law enforcement coordination. It will also develop an alternative line of communication that will continue to improve border security and interdiction of Afghan-origin narcotics.

DESCRIPTION OF POST COORDINATION OF THESE PROGRAMS

¶9. The Embassy Law Enforcement Working Group meets quarterly. The members are DCM (currently the Charge d'Affaires), POL/ECON (INL), DAO, OMC, RSO, DEA, and EXBS. The meetings are chaired by the DCM. Members provide updates on their program projects and agencies are

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requested to coordinate their equipment and training programs. Members are also requested to provide any information on host government projects that can be coordinated with Embassy projects to avoid duplication or excess.

DESCRIPTION OF COORDINATION WITH OTHER DONORS

¶10. The Embassy is a member of the International Donors Group. The group consists of members from most of the embassies and non-government organizations in Turkmenistan. The group meets quarterly. The Embassy hosted the meeting in May, 2008. The last meeting was held in September and hosted by the Organization for Security and Co-operation in Europe (OSCE). The Embassy was represented by the DATT, POL/ECON, and EXBS. The members discussed existing programs, coordination and how to avoid duplication of assistance. Members often hold side meetings and invite each other to observe training programs. During the last meeting, OSCE invited members to observe the "Practical Training in Drug Search, Detection and Identification" training program held in Ashgabat on November 3-4, 2008. The training, funded through OSCE, was delivered by Turkish Customs and Drug Enforcement Officers. The training consisted of one day of classroom presentations by Turkish experts and one day of practical exercise conducted in a port environment. EXBS attended the training and found it to be well presented and informative. The trainers admitted that two days was only enough time to cover the basics.

NAMES, LOCATIONS AND CONDITION OF BORDER CROSSING ASSISTANCE PROJECTS

¶11. Dashoguz Province borders Uzbekistan in the North.

a. The Dashoguz land and railroad border crossings are co-located. Both structures are approximately ten years old and made from brick and concrete. The structures are serviceable and in good shape.

b. The Konye Urgench land port is being refurbished and equipped in a joint Turkmen Government/BOMCA project. The Border Management and Drug Action Program in Central Asia (BOMCA/CADAP) finalized a tender to construct and equip the crossing at Konye Urgench in September

¶2008. However, the GOTX has elected to construct the crossing at its own expense. BOMCA will procure the necessary border inspection equipment. In June 2008, BOMCA provided training to representatives of the State Customs Service and Ministry of National Security officials on the use of SABRE 4000 and HAZMAT identification equipment. Four SABRE 4000 units and HAZMAT identification were donated to the Konye Urgench border post.

¶12. Lebap Province borders Uzbekistan in the East.

a. Farap BCC construction is underway; see para six above. The new port will be modern and meet the needs of the Turkmen Government.

b. The rail crossing post at Taimardjan is an older brick and concrete structure. The structure needs new windows, doors, heating and air conditioning and external lighting for railcar inspections.

c. Imannazar BCC is complete; see para six above. The new port is modern and meets the needs of the Turkmen Government.

¶13. Mary Province borders Afghanistan in the South.

a. The land and rail border ports of Serhetabat were recently built by the Government of Great Britain. The port is modern and meets the needs of the Turkmen Government.

¶14. Ahal Province borders Iran in the South.

a. The land and rail border ports of Serahs and the land port of Artyk are scheduled to be rebuilt by the U.S. DOD in 2009.

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b. The land border port of Gowdan was recently rebuilt by the Turkmen Government.

c. Ashgabat International Airport is located on the northern edge of Ashgabat. The airport is adequate to meet the current needs of the Turkmen Government. However, Ashgabat is expanding and international business is increasing. Ashgabat International Airport will have to be relocated within ten years.

¶15. Balkan Province borders Iran on the Southwest, the Caspian Sea on the west and Kazakhstan on the Northwest.

a. The land border port of Altyn Asyr was newly constructed in 2006 by the Nevada National Guard with CENTCOM funding of 2.4 million. The NVNG will equip the port with a large cargo x-ray system, computers and communication equipment. The NVNG will not provide computer training or inspection equipment. The port is modern and meets the needs of the Turkmen Government.

b. Turkmenbashy Seaport is located on the Caspian Sea at the city of Turkmenbashy. The port is scheduled for a major refurbishment by the Turkmen Government. Currently the port has a Customs-controlled ferry terminal capable of unloading passengers, vehicles, truck and railcars arriving from across the Caspian Sea. The port also has the capacity to load and offload sea containers. There are normally six to ten oil tankers or other large vessels at anchor in the harbor. The Border Guards patrol the Caspian Sea in several small short-range patrol boats and one eighty-two foot Point Jackson patrol boat. The U.S. Coast Guard donated the patrol boat to the Turkmenistan Government in 2000. The EXBS program has provided support for training, equipment and hull refurbishment.

c. Turkmenbashy Airport will be expanded and modernized by the Turkmen Government. The government plans to change the designation of the Turkmenbashy Airport from domestic to international.

¶16. Regarding the request for names, locations and conditions of minor land border crossing points, Turkmenistan does not have small land ports or crossing points. All traffic, passenger vehicle, truck, or rail must cross at the designated crossing points mentioned above. The EXBS program will contract to build ten small border control stations to house the Border Guards fast response or MOBIT teams. The Turkmenistan Government has requested fifty stations. Other international donors are contemplating building additional stations.

¶17. Post's recommendation and rationale for modular shelters for land border crossing points that will allow border security forces to operate out of fully functional bases of operations is the following:

The borders of Turkmenistan are 2,726 kilometers long and encompass inhospitable terrain as well as long stretches of uninhabited land between crossing points. A September 2007 report by UNODCP "Securing Central Asia's Borders with Afghanistan" illustrated the need for Mobile Interdiction Teams (MOBITS) to increase the capabilities of border guards, customs and law enforcement bodies posted in high-risk areas. Turkmenistan's border control falls mainly under the Ministry of National Security (MNS) with border crossing points considered national security points with limited access granted. Turkmenistan has few legal border crossing points but thousands of kilometers of potential access points. The strategic placement of modular shelters will allow for rapid response to illegal border crossings. The Government of Turkmenistan, recognizing the potential for reducing the flow of narcotics, TIP and/or articles of WMD, has requested assistance with fifty modular posts. EXBS has funding for ten and other

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international donors have expressed interest in this project.

OVERVIEW OF HOST GOVERNMENT AGENCIES OPERATING AT THE BORDERS AND THEIR LEGAL AUTHORITIES

¶18. CUSTOMS. The State Customs Service of Turkmenistan has the responsibility to implement regulations and conditions for the transfer of goods, means of transportation, collection of customs fees, registration, customs control and other methods for the implementation of the customs policy. Customs jurisdiction includes the territory of Turkmenistan, territorial and internal waters and its airspace, as well as islands located in Turkmenistan's economic zone and facilities under the exclusive jurisdiction of Turkmenistan according to customs legislation.

¶19. The "Customs Code of Turkmenistan" provides the legal, economic and organizational basis for customs operations aimed to protect the economic sovereignty and security of Turkmenistan. General customs policy is formulated by the Cabinet of Ministers of Turkmenistan. Direct customs management is implemented by the State Customs Service.

¶20. The law "On the Fight Against Terrorism," chapter 14, Article 6 states that the State Customs Service engages in the fight against terrorism by stopping attempts to illegally transport weapons, ammunition, explosives, poisonous and radioactive substances and items, and printed and other materials that contain appeals for the overthrow of the constitutional order.

¶21. BORDER GUARDS. The State Border Service of Turkmenistan carries out the fight against terrorism by preventing, uncovering and stopping terrorists' attempts to cross Turkmenistan's borders, as well as by carrying out counterterrorist operations. The Border Service is also responsible for stopping illegal trafficking of arms, explosives, poisonous and radioactive substances, and other items which could be used as tools for committing terrorist crimes. It takes part in ensuring the safety of the national sea navigation within the territorial waters and the economic zone of Turkmenistan.

¶22. The law "On the Fight against Terrorism" provides the legal basis for the Border Guards' counterterrorism responsibilities. The law establishes the system for the work and coordination of the activities of state agencies in the fight against terrorism, and sets out the rights and duties of citizens engaged in combating terrorism. The counterterrorism law designates the State agencies engaged in combating terrorism as follows: the President of Turkmenistan and the Cabinet of Turkmenistan shall exercise general leadership in combating terrorism and shall provide the necessary resources to combat terrorism; the following state agencies shall directly implement the fight against terrorism within their competencies: Ministry of National Security; Ministry of Internal Affairs; Security Service of the President of Turkmenistan; Ministry of Defense; State Service of Turkmenistan on Registration of Foreign Citizens; State Border Service; State Customs Service; and the General Prosecutor's Office of Turkmenistan.

OVERVIEW OF HOST GOVERNMENT BORDER SECURITY TRAINING INSTITUTIONS

¶23. BORDER GUARDS. The State Border Service is part of the Ministry of National Security. Their role on the borders is security and containment. Turkmenistan's borders are closed to all passengers, vehicles, vessels or aircraft with the exception of the

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designated international ports (airport, seaport, and large land border ports). There are no official green-border crossing points. The Border Guards provide immigration services at the international ports. They act as witnesses to cargo inspections and personal inspections performed by Customs Officers if requested. They also conduct inspections of persons, baggage and conveyances if an immigration or national security violation is suspected. They have drug and explosive detection dogs at the ports. The Border Guards have full responsibility for the green-border areas.

¶24. The Border Guard Training Academy is housed in a large modern building in Ashgabat. The facility cost over sixty million U.S. and is equipped with modern classrooms and equipment. The National Security Training Program is located in the same building, and Border Guard Officers receive national security training as part of the four-year program. The curriculum is military based. Civilian border enforcement training is not taught at the academy. Border enforcement training is taught in the field as on-the-job training (OJT) or coordinated by organizations such as EXBS, UNODC/BOMCA, or the U.S. Department of Defense. The EU-UNDP BOMCA/CADAP Programs in Turkmenistan report for January-September, 2008 indicated that BOMCA has let tenders for refurbishment work and procurement of office equipment for the Training Academy. BOMCA has provided renovation work and training equipment to the Training Academy and the Border Guard's Dog Training Center in the past. In October 2008, six dog handlers for the new State Counter-Narcotics Service completed a three-month BOMCA funded detector dog training course in Almaty, Kazakhstan.

¶25. STATE CUSTOMS SERVICE. The Turkmenistan Customs Service Academy is located in an older building on the edge of Ashgabat. The building is not owned by the Customs Service. OSCE equipped three classrooms with modern computers. The initial course of study lasts for three months with periodic refresher training. The curriculum covers customs law and revenue collection. The academy also provides a basic English language training program and computer based x-ray image training. Both programs are funded through OSCE. Periodic training at the Russian Customs Academy in Moscow with an internship at the international airport is offered on a case-by-case basis. Customs Inspectors also receive military training at the Military Institute. Civilian border enforcement is not taught at the academy. Enforcement training is covered by OJT or provided by organizations such as EXBS, UNODC/BOMCA, or the U.S. Department of Defense.

USG AGENCIES/PROGRAMS ENGAGED IN ASSISTING BORDER SECURITY TRAINING INSTITUTIONS;

¶26. EXBS is not currently providing assistance to the Border Guard or Customs training institutions. The Border Guard Academy is part of the Military Institute and EXBS has not been allowed access. The Customs Academy building is not owned by Customs. The only support EXBS could offer the Customs Academy would be in the area of curriculum development through the FLETC project. The EXBS program has programmed 40K for the FLETC project, classroom training equipment, and train the trainer programs.

EFFORTS OF OTHER COUNTRIES AND ORGANIZATIONS TO ASSIST BORDER SECURITY TRAINING INSTITUTIONS;

¶27. The training and support provided to Turkmen border security training institutions is limited by the access allowed by the Turkmen Government. Access to the Border Guard training institution

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is highly restricted because it is co-located with the National Security Training Institution. OSCE, BOMCA, IOM, EXBS and others have offered to work with the Border Guards on the curriculum offered at the academy. The Border Guards need to put together a realistic training strategy, a training curriculum, design, development, delivery and evaluation of training courses, the provision of a modern operations manual, the establishment of performance standards, and training for trainers. Assistance in these areas has been offered but acceptance by the Turkmen government has been highly sporadic. Various international donors, including the United States, have provided training opportunities to the Turkmen Border Guards.

¶28. The State Customs Service has been more receptive to offers from international organizations and multilateral/intergovernmental programs. OSCE has provided three classrooms with computers and other equipment at the Customs Training Academy. OSCE has provided computer based English-language training and x-ray image identification training for four hundred Customs officers. Customs officers have access to training at the Russian Customs Academy and an internship at the Moscow airport. OSCE, BOMCA, IOM and the

United States all provide training opportunities both in Turkmenistan and abroad. EXBS is preparing to offer a FLETC training and technical assistance program to the Turkmen Customs Service.

¶29. OSCE has proposed a 402K Euro training program for the Turkmen Customs and Border Guards in June/March 2009. OSCE proposes to train eight Turkmen and eight Afghan Border Guards as team leaders in the field of tactical patrolling and surveillance. OSCE also proposes to provide joint training to ten Turkmen and twenty Afghan Customs Officers as master instructors in the areas of risk management, profiling, targeting, selection and search techniques. Both will be pilot projects.

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